

Memorandum

TO: HONORABLE MAYOR AND
CITY COUNCIL

FROM: Edgardo Garcia

SUBJECT: POLICE STAFFING NEEDS

DATE: May 22, 2019

Approved

Date

5-22-19

BACKGROUND

The *Mayor's March Budget Message for Fiscal Year 2019-2020*, released March 8, 2019, directed staff to develop a staffing plan describing how an incremental increase in sworn officers would be prioritized, should any additional resources become available in the future.

According to a recent study regarding the growth of cities, San José ranked as one of the top fastest-growing cities.¹

- San Jose's population continues to grow and will reach an estimated population of 1,043,058² in 2019.
- Downtown development continues to boom, with over 42 developments planned in the downtown core.³
- North San José area development plans includes up to 32,000 new residential units and up to 27 million square feet of industrial development and office space.⁴

Issues impacting citywide police service delivery include:

- Increases in population
- Increases in resident generated calls-for-service and less time for proactivity in patrol
- Increases in reported person and property crimes
- Inability to assign cases due to lack of resources and higher investigative threshold in the Bureau of Investigations
- New state mandates requiring additional reporting criteria for citizen contacts
- Deficient support and technical services due to inadequate levels of call takers, dispatchers, records clerks, analysts, and overall support staff
- Increased demands on staff to recruit, hire and train officers in a competitive employment market

¹ <http://sjeconomy.com/san-jose-ranked-second-in-worlds-fastest-growing-cities/>

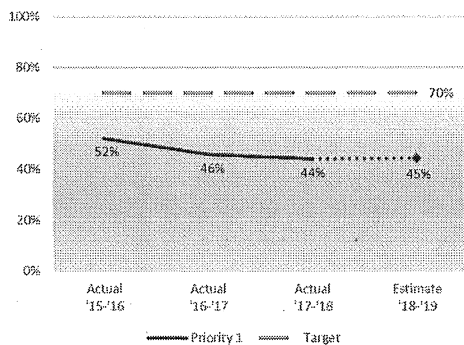
² California Department of Finance. *E-4 Population Estimates for Cities, Counties, and the State, 2011-2019 with 2010 Census Benchmark*. Table 2.

³ <http://sjdowntown.com/boom-dity/>

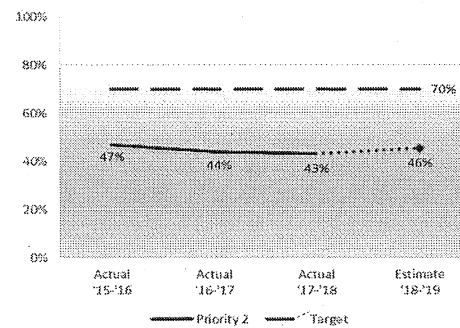
⁴ <http://www.sanjoseca.gov/index.aspx?NID=1744>

While the demand for services continues to grow, the authorized sworn staffing level is down 244 positions from 1,395 in 2008-2009 to 1,151 as of June 2019. During this same period, aggravated assaults and robberies committed increased, and response times in patrol also increased for both Priority One and Priority Two calls. As noted in the 2019-2020 Proposed Budget⁵, for Priority One calls in 2017-2018, the average response was 9.22 minutes, compared to the goal of 6.00 minutes. Priority One call response time is on pace to increase to an average of 9.50 minutes in 2018-2019. For Priority Two calls, the average response time was 22.44 minutes during 2017-2018, compared to the goal of 11.00 minutes, and is expected to remain at that level in 2018-2019.

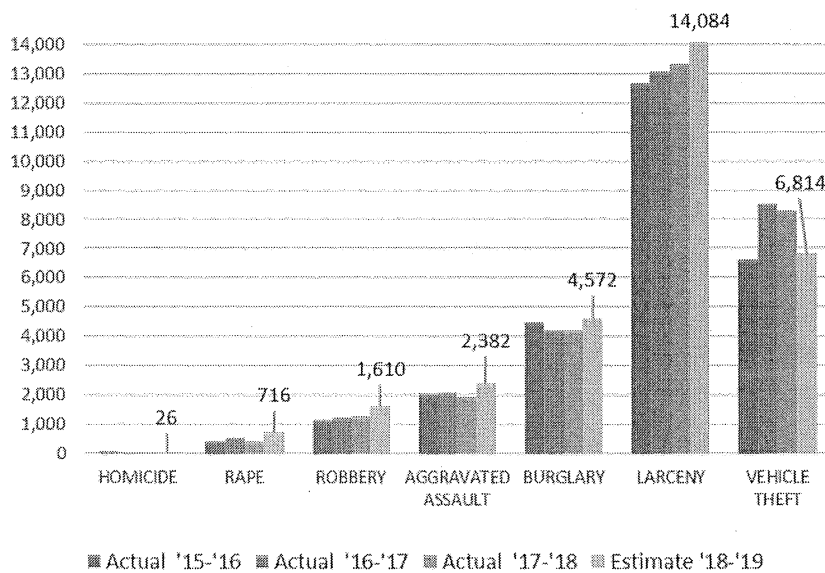
Initial Police Unit Response within 6 Minutes of Priority 1 Calls for Service (Life Threatening)



Initial Police Unit Response within 11 Minutes of Priority 2 Calls for Service (Crime in Progress or Just Occurred)



National Uniform Crime Reporting (UCR) Part 1 Crime Trends



⁵ City of San Jose, Proposed 2019-2020 Operating Budget, Public Safety CSA. Page VII-73

Reductions in staffing and a slow increase in position adds during the last few years, combined with an increase in population and development, intensified the impact of staffing shortages. Increased calls for service forced the Department to respond to the most serious calls-for-service, while officers' opportunities for proactive community policing declined. Staffing deficiencies also forced the Department to strategically align limited investigative personnel, with priority given to crimes against persons investigations. The shift in staff and investigative priorities had the unintended effect of eroding the Department's capabilities in dealing with property crimes and quality of life issues. As a result, the Department took steps to maximize patrol resources and implemented alternative service delivery to target and address these issues, which included:

- Adding community service officers to free up officer time in patrol
- Providing citizens alternative ways to report crimes that don't need an immediate response from an officer
- Changing response to burglar alarms
- Creating specialized units to address specific community problems, such as Burglary Prevention Unit, VCET, and Street Crimes Unit
- Adding officers to the beat structure based on calls for service

ANALYSIS

In identifying staffing needs, Department staff reviewed operations, performance standards, current staffing levels, and demands for police services to find efficient ways to meet community service demands and innovative approaches to policing. As a result of lessons learned over the past years of staff shortages, the Department will rebuild differently as it restores staffing.

How to determine the correct number of officers?

While there are many commonalities in service delivery across police departments, differences arise due to community needs and demands, and various services provided within the police departments. Typically, police agencies will link staffing to population, minimum staffing requirements, and performance measures.

- **Population-based:** A per capita approach is straight forward and allows the City to compare staffing with other agencies of similar size. Police services vary from agency to agency, based on community and local government expectations and demands. This approach does not take into consideration the way officers utilize their time, pro-active police efforts, resources dedicated to community safety provided by other City departments (e.g., San Jose BEST), or the needs of the community. The national average for cities with more than 500,000 residents is 23.7 officers per 10,000 residents; San

Jose's ratio is 9.1 per 10,000 residents.⁶ Based on the national average, staffing in the Police Department would be estimated at 2,569 sworn positions.

- **Minimum staffing:** Minimum staffing is determined by the number of sworn staff that management feels is necessary to maintain officer and community safety. This is based on the beat structure, calls-for-service, and required staffing in each area of the city. The Department takes into consideration travel time to certain areas of the city and established response targets to determine the minimum staffing requirements in each area of the city. This methodology primarily focuses on patrol staffing and doesn't consider investigative and support services required to investigate and solve crimes and is essentially limited to budgeted positions.
- **Performance Based:** Solely looking at population numbers or minimum staffing levels may allow for a defined way to compare to other agencies, but it does not account for assessing the quality service, alternative service delivery models, pro-active police efforts, services provided by other City departments, or the needs and expectations of the community and City Council. Performance measures, such as high response times or low self-initiated activity, may indicate more officers are needed in patrol; while low clearance rates, or high number of cases not assigned due to lack of staffing may indicate more detectives are needed to investigate and solve crime.

Police Staffing Needs

Based primarily on workload demands and staff shortages experienced throughout the entire organization, the staffing needs outlined below addresses the Police Department's needs over future years. It includes a comparison of sworn staffing levels in 2009 compared to authorized staffing as of June 2019 and the current staffing as of May 2019, along with the short-term and long-term goals for the Department. If the Department continues to hire and train officers with three academies per year, hiring efforts could result in reaching 1,400 sworn by 2025 and then reaching 1,600 by February 2030.

⁶ *Crime Trends in California: 10-year Analysis*. The Crime Strategies Unit, Santa Clara County District Attorney's Office (2018), page 43.

SJPD Staffing

	Authorized 2009	Authorized June 2019	Actual * May 2019	Short Term Need	Interim Need (2020-2025)	Interim Needs Costs	Long Term Needs (2025- 2030)	Long Term Needs Cost
Department (Sworn)	1,395	1,151	1,087		1,400		1,600	
Population	945,942	1,043,058	1,043,058		1.1 million		Est 1,185,000	
Bureau/Office:				H				
Field Operations	1,051	864	799	I	1,028		1,115	
Investigations	239	190	152	R	220		313	
Administration	57	46	91	E	97		99	
Technical Services	6	6	5		5		5	
Chief Executive Office		12	12		12		12	
Police Chief's Office**	42	33	28	A	38		55	
Subtotal (Sworn)	1,395	1,151	1,087	H	1,400	\$ 65,000,000	1,599	\$ 52,000,000
Communications	167	162.50	141.50	E	169.50		186.50	
Civilian	272	379.17	347.17	A	397.17		417.03	
Subtotal (Civilian)	439	541.67	488.67	D	566.67	\$ 4,000,000	603.53	\$ 5,000,000
Total (All)	1,834	1,693	1,576		1,967	\$ 69,000,000	2,203	\$ 57,000,000

* Academy recruits are included as temporary overstrength positions in BOA

** Chief includes CAO positions

The staffing needs identified take into consideration the need to accelerate the hiring program, as addressed in the *Mayor's March Budget Message for Fiscal year 2019-2020* to hire and train personnel in the Academy at a rate that anticipates future vacancies and provides street-ready officers when positions become available. The recommended staff increases reflect the level of improvement sought by the Department to deliver quality police services to the growing community that residents have come to expect, balanced with the Department's ability to recruit, hire and train new officers. Please note that these needs do not include additional staffing should the City be awarded a contract to police BART within San Jose city limits.

Prioritizing and allocating staffing to address the most critical issues facing the community is necessary to work towards better response times and reduce crime. The identified staffing needs call for an additional 249 sworn position at various ranks, and 25 civilian personnel between 2020 and 2025; which would put the Department near 2009 sworn authorized levels; additionally, 199 sworn positions at various ranks and 37 additional civilian positions over the following five years (2025-2030) are also identified to match the growth of the City.

The cost of the identified staffing needs is estimated at \$126 million, including \$69 million for the interim needs and an additional \$57 million for the long-term needs, based on 2019-2020 costs (no cost-of-living adjustments). Given the General Fund projections in the Five-Year Forecast that anticipate net shortfalls over the next five years, the implementation of this plan would necessitate the identification of new funding or a significant shift in resources from other programs and services. Given the City's financial realities, the prioritization for incremental additions of the next 50 sworn positions is provided below should funding become available.

Incremental Staffing Increases

The chart below outlines the incremental addition of 50 sworn positions in the Police Department based on an analysis of current needs. It is important to note that these needs can change based on actual crime trends and community needs.

Bureau/Unit	Officers	Sergeants	Lieutenants	Total
Field Operations/Patrol	15.0	3.0	2.0	20.0
Field Operations/ Traffic Enforcement	8.0	1.0		9.0
Field Operations/Violent Crimes Enforcement	8.0	1.0		9.0
Investigations/Sexual Assaults	5.0	1.0		6.0
Investigations/Family Violence	5.0	1.0		6.0
Total	41.0	7.0	2.0	50.0
Projected Cost	\$9,234,000	\$2,427,000	\$841,000	\$12,502,000

Field Operations: An additional 20 sworn staff would be added to patrol and deployed based on calls-for-service, response times goals, and crime. Additional sworn allocated to special operations will focus on traffic enforcement (9.0 positions), and reducing violent crime (9.0 positions).

Investigations: Building analytical capacity is critical for the Department, and the creation of a data crime center will allow the Department to move to a more data-driven approach to crime and to better use resources for effective and efficient investigations. Analytical support with the latest and most comprehensive data will strengthen investigative capabilities, victim support, and build strong community relationships. Sworn staff would be deployed to units based on crime trends and community demands. Additional staff would be deployed to Sexual Assaults (6.0 positions) and Family Violence (6.0 positions).

Support Staff: While not reflected in the 50 sworn position count, the addition of civilian staff is also needed to address the increased workload demands department-wide. This includes staff in Training, Academy, Communications, and Crime Prevention Units as well as additional analytical support for investigations and patrol to advance efforts in predictive analytics and unravelling crime trends.

HONORABLE MAYOR AND CITY COUNCIL

May 22, 2019

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Page 7

COORDINATION

This memorandum was coordinated with the City's Manager's Budget Office.

/s/

Edgardo Garcia
Chief of Police

For questions, please contact Edgardo Garcia or Dave Knopf at (408) 277-4214.